

GAO

Briefing Report to the Chairman, Panel  
on Military Education, Committee on  
Armed Services, House of  
Representatives

March 1991

NAVY

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Status of  
Recommendations on  
Officers' Professional  
Military Education



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National Security and  
International Affairs Division

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March 25, 1991

The Honorable Ike Skelton  
Chairman, Panel on Military Education  
Committee on Armed Services  
House of Representatives

Dear Mr. Chairman:

In response to your request, we examined several Department of Defense (DOD) professional military education schools' implementation of selected Phase I recommendations contained in the April 1989 report of the Panel on Military Education. These recommendations were developed to assist DOD in improving its officer professional military education programs. This report deals with two U.S. Navy schools located at the Naval War College in Newport, Rhode Island. They are the College of Naval Command and Staff (intermediate school) and the College of Naval Warfare (senior school).

As agreed with your Office, we focused our review on the Naval War College's implementation of 38 selected recommendations contained in the Panel report.

## Background

A primary objective of the Goldwater-Nichols Reorganization Act of 1986 is to strengthen combined and joint operations of the various military services. To fulfill this objective, the House Armed Services Committee established the Panel on Military Education in November 1987 to report its findings and recommendations regarding the ability of DOD to develop joint specialty officers through its professional military education systems.

The Chairman, Joint Chiefs of Staff, established policies, programs, guidelines, and procedures for coordinating, among other things, the joint professional military education of members of the U.S. armed forces. This guidance is contained in the Military Education Policy Document that was issued in May 1990. Military departments are required to incorporate this guidance into their own professional military education systems. In addition, joint professional military education schools exist which, by law, are joint in their mission and orientation.

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When the Panel reported its findings and recommendations in April 1989, it envisioned that joint education would be an integral part of professional military education and would be implemented in two phases. Phase I would be taught at the intermediate level service schools attended by officers primarily at the rank of major/lieutenant commander or at the senior level service schools attended by officers primarily at the rank of lieutenant colonel/commander and colonel/captain ranks. Phase II, taught at the Armed Forces Staff College in Norfolk, Virginia, would complement Phase I and officers would usually attend it after completing Phase I.

The Naval War College's intermediate and senior level schools share the same physical facilities and teaching faculty. Both schools operate on a trimester schedule with faculty members teaching two trimesters, and taking one trimester off for other activities, such as research, curriculum development, teaching of reserve officers, and lectures at other schools. Students can enroll for any trimester, and there are three graduating classes a year. For academic year 1990-91, 204 students are enrolled in the College of Naval Command and Staff and 193 students are at the College of Naval Warfare. Both schools share 87 teaching faculty members.

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## Results in Brief

The intermediate and senior schools at the Naval War College are not distinct institutions. The College reports that actions were taken to either implement or partially implement 37 of the 38 recommendations that pertain to either the intermediate or senior school. Currently, no cadre of career educators exists in the Navy, nor does the College anticipate that one will be established. The Navy Department presently does not permit the development of a specific specialty for career educators.

Appendix I presents the recommendations along with the Naval War College's characterization of their status. It also provides additional details on the actions taken by the intermediate and senior schools.

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## Scope and Methodology

We focused on the Panel recommendations concerning Phase I professional military education and selected the recommendations for which the Naval War College is either directly responsible or plays a significant supporting role in their implementation. We interviewed appropriate officials at the College, asked them to characterize the status of each recommendation, and examined pertinent supporting documents.

In each case where we were told that officials had implemented or partially implemented a recommendation, we reviewed and analyzed the supporting documentation used in making their characterization. In addition, we examined their methodology used to produce supporting data. Where additional action was still required, we met with College officials to discuss future plans. We obtained documents supporting those plans whenever possible. In the case where officials told us that they had not taken any action in response to a Panel recommendation, we interviewed appropriate officials to obtain their reasons for non-implementation.

We performed our review from June through December 1990 in accordance with generally accepted government auditing standards.

We did not obtain formal comments from the Naval War College. However, we discussed a draft of this report with the President of the Naval War College and other officials. We considered their comments when finalizing this report.

Unless you announce its contents earlier, we plan no further distribution of this report until 30 days from the date of this report. At that time, we will send copies of this report to the Secretary of Defense, the Secretary of the Navy, the President of the Naval War College, and appropriate congressional committees. Copies will also be made available to others on request. We are also providing additional reports under separate cover on the results of our work at the Army, Air Force, and Marine Corps intermediate and senior schools on their implementation of similar Panel recommendations.

Please contact me at (202) 275-3990 if you or your staff have any questions. Other major contributors to this report are listed in appendix II.

Sincerely yours,



Paul L. Jones  
Director, Defense Force Management  
Issues

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Table I.1: Summary of College's Implementation of Various Recommendations
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## Abbreviations

AFSC	Armed Forces Staff College
CNO	Chief of Naval Operations
DOD	Department of Defense
JCS	Joint Chiefs of Staff
JSO	Joint Specialty (Specialist) Officer
MEPD	Military Education Policy Document
PME	professional military education



# Status of Naval War College Implementation of Panel Recommendations on Professional Military Education

This appendix contains 38 Panel recommendations and summarizes the College's actions taken in response to those recommendations. Table I.1 provides a summary of the status of these recommendations.

For purposes of this report, we have numbered each Panel recommendation sequentially, from 1 to 38. We identify the subject area of the recommendation and present the actual wording of the recommendation, and the same sequencing, as it appears in the Panel report. After each recommendation, we cross-reference to the location of the recommendation in the Panel report. (For example, Key 2 is the second recommendation in the executive summary that contains the key recommendations. Chapter 4, recommendation 6 is the sixth recommendation in chapter 4.) We also provide the page number where the recommendation can be found in the Panel report.

In most cases, the recommendation appears here exactly as it appears in the Panel report, and College officials have addressed the entire recommendation. In certain recommendations that contain multiple parts, however, we have underlined certain portions to identify the applicable parts that College officials addressed.

Each of the 38 recommendations has next been characterized by the College as implemented, partially implemented, or not implemented. This characterization represents the views of the College.

An elaboration of the characterization is provided in the section marked "status." This also represents the views of the College. In addition, cross-references to related recommendations are provided here when responses are similar.

**Appendix I**  
**Status of Naval War College Implementation**  
**of Panel Recommendations on Professional**  
**Military Education**

**Table I.1: Summary of College's  
Implementation of Various  
Recommendations**

No.	Panel report <sup>a</sup>	Subject	Status of recommendations <sup>b</sup>	Page
1	Key 2	Faculty quality	I	8
2	Key 3	Two-phase education	I	9
3	Key 5	Strategy focus/military faculty and student mix	I	9
4	Key 7	Distinct intermediate and senior school	PI	10
5	Key 9	Frequency of examinations/ papers	I	12
6	II-4	Senior school focus on national military strategy	I	13
7	II-5	Faculty teaching strategy	PI	13
8	III-2	Service/joint expertise	I	14
9	III-3	Teaching service/joint systems	I	15
10	III-6	Military faculty mix	I	16
11	III-8	Student mix	I	16
12	IV-1	Focus of strategy by school	PI	17
13	IV-2	Jointness initiated at intermediate level	I	19
14	IV-3	Phase I availability to all	I	19
15	IV-5	In-residence prerequisite	PI	20
16	IV-6	Service-oriented professional military education (PME)	I	21
17	IV-11	Percent of military faculty mix	I	22
18	IV-14	Percent of student mix	I	22
19	IV-21	Distinct intermediate and senior school	PI	23
20	IV-24	Focus on national military strategy	I	24
21	V-1	Recruiting and maintaining quality faculty	I	24
22	V-2	Specialists/career educators	I	25
23	V-3	Former commanders as faculty	I	26
24	V-4	Faculty development program	PI	26
25	V-5	Cadre of career educators	NI	27
26	V-6	In-residence graduates as faculty	I	28
27	V-8	Retired officers teach without penalty	I	28
28	V-9	Civilian faculty quality/mix	I	29
29	V-10	Advanced degrees required for senior school faculty	PI	30
30	V-11	Hiring quality civilian faculty	I	31
31	V-12	Student/faculty ratios	I	31
32	V-13	Faculty exchange with academy	I	32
33	V-16	Commandant/president as general/flag officers and involvement in instruction	I	32
34	V-23	Active/passive instruction	I	33

(continued)



**Appendix I**  
**Status of Naval War College Implementation**  
**of Panel Recommendations on Professional**  
**Military Education**

No.	Panel report <sup>a</sup>	Subject	Status of recommendations <sup>b</sup>	Page
35	V-24	Rigorous performance standard	I	34
36	V-25	Evaluation of examinations/ papers	I	34
37	V-26	Distinguished graduate program	I	35
38	V-27	Officer efficiency reports	I	35

<sup>a</sup>Key recommendations are those recommendations that the Panel identified as key in the executive summary to its report. Recommendations II-4 and II-5 appear in Panel report chapter II, entitled "Educating Strategists." Recommendations III-2 through III-8 appear in Panel report chapter III, entitled "An Expanded Role for Joint Education." Recommendations IV-1 through IV-24 appear in Panel report chapter IV, entitled "Realigning Professional Military Education." Recommendations V-1 through V-27 appear in Panel report chapter V, entitled "Quality."

<sup>b</sup>Status of recommendations:  
I = Implemented  
PI = Partially implemented  
NI = Not implemented

## Recommendation Number 1

### Faculty Quality

Improve the quality of faculty (1) by amending present law to facilitate hiring civilian faculty and (2) through actions by the Chairman, JCS, and the service chiefs to ensure that only high-quality military officers are assigned to faculties. (Key 2, Panel Report p. 3.)

### College Characterization

Implemented.

### Status

Legislation has been enacted to facilitate the hiring of civilian faculty, but the College already had this authority.

Although the College does not make the final selection decision, it does assist in the selection process for Navy and other service faculty nominees and can reject unqualified nominees. The College identifies and interviews potential candidates for teaching faculty positions from a number of sources—College of Naval Warfare students directly upon graduation, College of Naval Warfare graduates who have completed a professional tour of duty, and military officers who expressed an interest in a faculty position.

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## Recommendation Number 2

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### Two-Phase Education

Establish a two-phase Joint Specialist Officer (JSO) education process with Phase I taught in service colleges and a follow-on, temporary-duty Phase II taught at the Armed Forces Staff College (AFSC). (Key 3, Panel Report p. 3.)

### College Characterization

Implemented.

### Status

In 1990, the Chairman, Joint Chiefs of Staff (JCS), issued the Military Education Policy Document (MEPD) establishing a two-phased JSO education program. Phase I is that portion incorporated into the curricula of intermediate and senior service schools that is accredited by the Chairman. The College's two schools have been certified by the Chairman, JCS, as Phase I schools.

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## Recommendation Number 3

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### Strategy Focus/Military Faculty and Student Mix

At the senior service colleges (1) make national military strategy the primary focus, and (2) increase the mix by service of both the military faculty and military students. (Key 5, Panel Report p. 5.)

### College Characterization

Implemented.

### Status

The primary focus at the College's senior service school is national military strategy, constituting about 36 percent of the senior school's core curriculum hours in academic year 1989-90.

As a goal, the Panel report had recommended that the College have a mix of approximately 10 percent each from the Army and the Air Force in its faculty and student bodies by academic year 1989-90. The College

exceeded the faculty recommendation with 18 percent Army and 12 percent Air Force in academic year 1989-90. The student body mix was 17 percent Army and 9 percent Air Force in the same academic year.

The Panel also recommended that the College make plans to achieve higher faculty and student mixes by academic year 1995-96. (See recommendations 17 and 18.) Changes in faculty and student body mixes are coordinated by the service schools, and the service secretaries.

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## Recommendation Number 4

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### Distinct Intermediate and Senior School

Review the Navy military education system to determine whether Navy officers should and can attend both intermediate and senior colleges and whether each College school should have a more distinct curriculum. (Key 7, Panel Report p. 6.)

### College Characterization

Partially Implemented.

### Status

The decision to assign Naval officers to both an intermediate and a senior service college is the Chief of Naval Operations' (CNO) responsibility. College officials stated, however, that operational problems would be created if officers were required to attend both schools. Disrupting an officer's career pattern by 1 or more years would create manning and readiness difficulties throughout the service. In addition, although attendance at intermediate and senior service schools is considered prominently in promotion decisions for Army and Air Force officers, attendance at these schools is not a requirement in Navy promotion decisions.

Because Navy officers generally do not attend both schools, the College has developed curricula at its intermediate and senior schools that have extensive similarities to accommodate the PME needs of all its officers. Similarly or identically titled seminar sessions with comparable learning objectives and similar or identical readings and case studies are used in seminars.

While acknowledging that many sessions at the two schools are identical or similar, College officials stated that the instructional orientation is different among intermediate and senior school seminars, making them distinct. College officials also stated that the different levels of professional experience that intermediate and senior school students bring to their respective seminars also provide a different orientation to the two schools. This difference in focus is most clearly evident in the different war games played by the two schools. Senior school students examine global conflicts from a strategic level, while the employment of military force at the operational level is emphasized to intermediate school students.

The College has recently made changes in certain sections of its curricula to make the two schools more distinct. For example, specific sessions have been developed for both intermediate and senior school students. In addition, new and different readings for intermediate school students cover issues appropriate for their command level, and separate and unique case studies have been established. As a result of these changes, the focus of certain portions of the College's intermediate school curriculum has been made more distinct. This is especially apparent in instruction dealing with developing the ability of officers to think operationally, and making and implementing decisions within a national security environment.

According to College officials, additional changes are planned to make the intermediate school curriculum more distinct, although they acknowledge that efforts to incorporate these changes will be time-consuming and will occur on an evolutionary basis. For example, proposed new readings and case studies in the intermediate school curriculum will emphasize preparing analyses, while senior school students will use case studies to interpret analyses, a higher command responsibility. College officials also believe that incorporating the separate intermediate and senior school learning goals and objectives outlined in MEPD will assist in enhancing the intermediate school's distinctness.

Both schools' curricula include teaching students to think independently and originally at the strategic level. Even though matters pertaining to joint operational art are emphasized to a greater degree for intermediate students, the intermediate school still has 30 percent of its curriculum devoted to national military strategy.

The College strongly defends providing officers in both schools with comparable instruction in national military strategy, because a good

understanding of national military strategy is necessary to accomplish the goals and objectives of PME. According to College officials, changing this instructional component at the intermediate school would only be justified if Naval officers could be assured of attending both schools.

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## Recommendation Number 5

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### Frequency of Examinations/Papers

Require students at both intermediate and senior schools to complete frequent essay-type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by faculty. (Key 9, Panel Report p. 7.)

### College Characterization

Implemented.

### Status

Naval War College officials stated that they have a challenging curricula. Both intermediate and senior school students at the College have been required to prepare papers or essays. Papers are designed to evaluate the students' ability to rationally analyze issues or problems and make recommendations or suggest solutions. Essays present the students' analyses of strategic issues and are evaluated based on the substance and effectiveness of students' thinking processes.

Both intermediate and senior school students prepare at least five papers and essays during the school year. These papers and essays demonstrate students' abilities in presenting logical and concise solutions to problems.

The grades received for these papers and essays contribute significantly to the students' final grades. Students take at least seven written examinations per year. The grades received for these examinations make up the remaining portion of the students' final grade. Students must attain a grade of "C" or better in all prescribed courses, and a passing grade in the Electives Program, to fulfill the academic requirements for graduation. These grades are also important in identifying students graduating with distinction. Those in the top 5 percent of their class graduate "with highest distinction" and the next 15 percent of their class graduate "with distinction."

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The College has received congressional authorization to award a Master of Arts Degree in National Security and Strategic Studies.

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## Recommendation Number 6

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### Senior School Focus on National Military Strategy

The revamped National War College (or the proposed National Center for Strategic Studies) should focus on national security strategy. The service war colleges should make national military strategy their primary focus and gradually but significantly increase the portion of their curriculum devoted to the subject. (Chapter II, No. 4, Panel Report p. 41.)

### College Characterization

Implemented.

### Status

Actions taken on this recommendation are included in recommendations 3 and 12.

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## Recommendation Number 7

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### Faculty Teaching Strategy

The faculty teaching strategy should consist of civilian educators, active duty and retired military specialists, and former senior military officers. To ensure that students have access to the depth of knowledge that only a career of scholarship in a particular area can produce, respected civilian educators who are recognized experts in specific disciplines related to the teaching of strategy should be faculty members at senior schools. Active duty and retired military officers with actual experience in the strategic arena are also needed for strategy instruction. Finally, a few carefully selected retired three- and four-star officers can contribute significantly to the teaching of operational art, campaign analysis, national military strategy, and national security strategy. (Chapter II, No. 5, Panel Report p. 41.)

College Characterization

Partially Implemented.

Status

College faculty members, both active duty and retired military and civilian who teach strategy, have extensive backgrounds in various fields, including strategy, which contribute significantly to the education of students. Military faculty members have not only service operational expertise, but various faculty members have graduate level degrees in such areas as strategic nuclear warfare, policy-making and implementation, military intelligence, arms control, international relations, national security affairs, and history. Of the 57 military and other uniformed teaching faculty, 9 teach predominately national military strategy.

College civilian faculty members have expertise in specific disciplines. The College's Strategy and Policy Department's civilian faculty members have graduate level degrees in history, philosophy, politics, economics, international affairs, international relations, military history, Russian history, and Soviet nuclear affairs. A majority of the civilian faculty have published articles or books within the past 3 years. Some faculty members are currently writing books for publication.

No retired three- and four-star officers are included on its faculty. The dual-compensation law requiring the reduction of retired pay discourages retirees from seeking employment at the College. The College, however, supports using selected retired three- or four-star officers in this capacity, and some retired flag or general officers have taught part-time in core curriculum courses. Currently, five retired flag or general officers are also teaching in the College's non-resident seminar program. These retired officers' salaries do not exceed the dual-compensation guidelines.

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Recommendation  
Number 8

Service/Joint Expertise

For joint education to be meaningful and productive, a prerequisite for officers is competence commensurate with their rank in all elements of their own service in professional knowledge and understanding (e.g., in the Navy, surface and aviation and subsurface) as well as demonstrated

performance. Also an integral part of joint education is an officer's study of the other services. (Chapter III, No. 2, Panel Report p. 81.)

College Characterization

Implemented.

Status

Officers sent to the College are well versed in all elements of their own service. In addition, at the College, students become familiar with the roles, missions, and major organizations of the Army and the Air Force, including warfighting capabilities and limitations. Students become familiar with how the Air Force and the Army intend to use military force within the context of joint operations. Students also become familiar with how amphibious (Marine Corps) forces can contribute to a successful military or naval campaign. The study of the other services is complemented by a study of the principal organizational units that comprise the Navy and Marine Corps.

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## Recommendation Number 9

Teaching Service/Joint  
Systems

The service intermediate schools should teach both joint and service systems—organizations, processes, procedures, and staff skills—to all students. This is necessary to meet the Goldwater-Nichols Act requirement to revise the curricula of service schools to strengthen the focus on joint matters and prepare officers for joint duty assignments. (Chapter III, No 3, Panel Report p. 81)

College Characterization

Implemented.

Status

The College teaches intermediate school students about both joint and service systems. Systems' education includes courses in organizations, processes, procedures, and staff skills. The College's intermediate school curricula include sessions that address both unified command planning and joint doctrine for the organization of forces. Students also study how the services organize their forces for combat.



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## Recommendation Number 10

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### Military Faculty Mix

The mix of military faculty from each military department is a key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military departments. For other schools, representation from each department should eventually be substantially higher than today. These standards should apply to the entire active duty military faculty, not some fraction designated as a nominal "joint education" department. (Chapter III, No. 6, Panel Report p. 82.)

### College Characterization

Implemented.

### Status

Actions taken under this recommendation are discussed in recommendations 3 and 17.

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## Recommendation Number 11

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### Student Mix

The mix of students from each military department is another key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military departments. For other schools, representation from each department in the entire student body should eventually be substantially higher than today. In addition, the student body mix should consist of students of equally high caliber from each military department. Finally, each service should provide a representative mix of students from all combat arms branches and warfare specialties. (Chapter III, No. 8, Panel Report p. 82.)

### College Characterization

Implemented.

### Status

The College exceeded the Panel's recommended student mix of 10 percent from the Army and is at 9 percent for the Air Force at the senior

school level. It has achieved the Panel's goal of one student each from the Army and the Air Force per seminar at the intermediate school level for academic years 1989-90 and 1990-91, respectively. (See recommendation 18 for the Panel's student mix percentages.)

Students enroll at the College from all services after having been carefully screened to meet the rigid entrance criteria for service college attendance established by all the service chiefs. College officials stated that officers from non-host military departments are high quality.

Each military service provides a representative mix of students from all combat arms branches and warfare specialties. In academic year 1990-91, 150 of the 178 military students at the College's senior school were from a combat arms branch and designated as possessing a warfare specialty. In the same academic year, 129 of the 193 military students at the College's intermediate school had the same designations.

## Recommendation Number 12

### Focus of Strategy by School

The Secretary of Defense, with the advice and assistance of the Chairman, JCS, should establish a clear, coherent conceptual framework for the PME system. The primary subject matter for PME schools and, consequently, the underlying theme of the PME framework, should be the employment of combat forces, the conduct of war. Each element of the PME framework should be related to the employment of combat forces. The primary focus for each school level should be stated in terms of the three major levels of warfare, that is, tactical, theater (operational), and strategic. Each school level should be responsible for a specific level of warfare as follows:

Flag/General Officer . . . . .	National Security Strategy
Senior . . . . .	National Military Strategy
Intermediate . . . . .	Combined Arms Operations and Joint Operational Art
Primary . . . . .	Branch of Warfare Specialty

- At the primary level an officer should learn about, in Army terms, his own branch (infantry, armor, artillery, etc.) or in Navy terms, his warfare specialty (surface, aviation, and submarines).
- At the intermediate level, where substantial formal joint professional military education begins, an officer should broaden his knowledge to include both (1) other branches of his own service and how they operate together (what the Army calls "combined arms" operations) and (2) other military services and how they operate together in theater-level warfare (commonly referred to as "operational art"). The service intermediate colleges should focus on joint operations from a service perspective (service headquarters or service component of a unified command). AFSC should focus from a joint perspective (JCS, unified command, or joint task force).
- At the senior level, an officer should broaden his knowledge still further to learn about national strategy and the interaction of the services in strategic operations. The senior service schools should focus on national military strategy. The National War College should focus on national security strategy, not only the military element of national power but also the economic, diplomatic, and political elements. Graduates of service war colleges should attend the senior joint school. (Chapter IV, No. 1, Panel Report p. 125.)

## College Characterization

Partially Implemented.

## Status

The College has implemented the sections of this recommendation dealing with the curricula content of both intermediate and senior schools. The focus of the intermediate school is about 30 percent national military strategy and the remainder focuses on joint operational art, national security strategy, and other elements necessary for this graduate degree level program. Because Navy officers generally do not attend both schools, the College has developed curricula at its intermediate and senior schools that overlap extensively to accommodate the PME needs of all attending officers. Although time-consuming and evolutionary, efforts are being made to change the intermediate school's focus to operational art.

The primary focus of the senior school is on national military strategy, with approximately 36 percent of its curricula devoted to employing military forces to achieve national policy objectives. It includes familiarizing students with national strategy and the interaction of the services in strategic operations. For example, seminars teach students about strategic and operational principles and concepts and ideas for land and

sea warfare. Students examine these issues using readings from distinguished strategic and operational thinkers of the past. Students also learn how Army and Air Force capabilities support maritime operations and how Naval platforms can play a significant role in land warfare. (Recommendations 3, 4, 6, 19, and 20 are related to this recommendation.)

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## Recommendation Number 13

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### Jointness Initiated at Intermediate Level

Although students should be introduced to joint matters at pre-commissioning and primary-level schools, it is at the intermediate schools that substantial joint education should begin. (Chapter IV, No. 2, Panel Report p. 126.)

### College Characterization

Implemented.

### Status

In academic year 1989-90, the College estimated that about 65 percent of the intermediate school's core curriculum was devoted to joint matters. The College has listed all curriculum hours spent teaching students to think strategically as constituting joint matters, a process consistent with the Panel report's definition of joint matters. This accounts for the large percentage of hours designated as joint hours. College officials believe that complying with the joint military education learning objectives of the MEPD ensures that the College will maintain its emphasis on joint matters.

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## Recommendation Number 14

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### Phase I Availability to All

The Secretary of Defense, with the advice and assistance of the Chairman, JCS, should establish a two-phase Joint Specialty Officer (JSO) education process. The service colleges should teach Phase I joint education to all students. Building on this foundation, AFSC should teach a follow-on temporary-duty Phase II to graduates of service colleges en

route to assignments as joint specialists. Because of the Phase I preparation, Phase II should be shorter and more intense than the current AFSC course. The curricula for the two phases should be as follows:

- Phase I curriculum at service colleges should include: capabilities and limitations, doctrine, organizational concepts, and command and control of forces of all services; joint planning processes and systems; and the role of service component commands as part of a unified command.
- Phase II curriculum at AFSC should build on Phase I and concentrate on the integrated deployment and employment of multi-service forces. The course should provide time for: (a) a detailed survey course in joint doctrine; (b) several extensive case studies or war games that focus on the specifics of joint warfare and that involve theaters of war set in both developed and underdeveloped regions; (c) increasing the understanding of the four service cultures; and (d) most important, developing joint attitudes and perspectives. (Chapter IV, No. 3, Panel Report p. 126.)

College Characterization

Implemented.

Status

The curricula of the College's schools includes the components of phased education.

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## Recommendation Number 15

In-Residence Prerequisite

In-residence service intermediate education should be a prerequisite for attendance at AFSC to ensure that students are already competent in their own service, that they have acquired basic staff skills, and that they have achieved a minimal level of education in joint matters. (Chapter IV, No. 5, Panel Report p. 127.)

College Characterization

Partially Implemented.

Status

The CNO, and not the Naval War College, has the ultimate responsibility for deciding which Naval officers will have the opportunity to receive an in-residence service intermediate school education. Navy analyses have shown that it is not possible for all Naval officers to receive an in-residence service intermediate school education before being nominated

for attendance at AFSC. College officials stated that the Navy has insufficient manpower to allow all critical occupation specialists to complete in-residence intermediate school education and still maintain fleet operational readiness. Accordingly, the College does not believe that this recommendation can be implemented.

The College, however, does support the recommendation's objectives of ensuring, through an intermediate school education, that students are competent in their own service, have acquired basic staff skills, and have achieved a minimal level of education in joint matters. To achieve those objectives, the College, in accordance with provisions contained in the *MEPD*, has initiated action to have its College of Continuing Education certified as providing equivalent (in-residence) Phase I professional joint education.

The College of Continuing Education has a non-resident seminar program and correspondence course program for intermediate level students. College officials believe that a certified non-resident seminar and correspondence program offer an alternative to in-residence service intermediate school education.

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## **Recommendation Number 16**

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### **Service-Oriented PME**

Service schools provide valuable service-oriented PME and they should be preserved. Service schools and joint tracks should not be accredited for joint specialist education. (Chapter IV, No. 6, Panel Report p. 127.)

### **College Characterization**

Implemented.

### **Status**

The College strongly supports preserving the service specific focus of its schools while increasing joint PME. Navy specific sessions complement joint sessions. In academic year 1989-90, approximately 35 percent of the intermediate school curriculum and 27 percent of the senior school curriculum were not considered joint education. Instead, these curricula focused on service tactics, techniques, and service operational art.

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## Recommendation Number 17

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### Percent of Military Faculty Mix

For the service schools, the Chairman, JCS, should develop a phased plan to meet the following standards:

- The senior service schools should have military faculty mixes approximating 10 percent from each of the two non-host military departments by academic year 1989-90 and 25 percent by academic year 1995-96.
- The intermediate service schools should have military faculty mixes approximating 10 percent from each of the two non-host military departments by academic year 1990-91 and 15 percent by academic year 1995-96. (Chapter IV, No. 11, Panel Report p. 127.)

### College Characterization

Implemented.

### Status

In academic year 1990-91, 16 percent of the military faculty is Army and 13 percent is Air Force. The College exceeded the Panel goals for the prior academic year as well.

The MEPD establishes intermediate and senior school military education faculty standards that are less stringent than the Panel report's recommendations for academic year 1995-96. The College has exceeded the MEPD standards. The service secretaries, in coordination with the service schools, make the final decisions on the numbers of Air Force and Army faculty members that will be assigned to the College. (Recommendations 3 and 10 are related to this recommendation.)

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## Recommendation Number 18

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### Percent of Student Mix

For service schools, the Chairman, JCS, should develop a phased plan to meet the following standards:

- The senior service schools should have student body mixes approximating 10 percent from each of the two non-host military departments by academic year 1989-90 and 25 percent by academic year 1995-96.
- The intermediate service schools should have student body mixes of one officer from each of the two non-host military departments per student seminar by academic year 1990-91 and two officers per seminar by academic year 1995-96. Eventually, each military department should be represented by at least three students in each intermediate school seminar. (Chapter IV, No. 14, Panel Report p. 128.)

**College Characterization**

Implemented.

**Status**

Both the College's intermediate and senior schools already meet the near-term student mix standards established in this recommendation. In academic year 1989-90, Army students constituted 17 percent and Air Force students constituted 9 percent of the College's senior school student body. In academic year 1990-91, the intermediate school student body mix meets the Panel's standards of one officer per seminar from each of the two non-host military departments.

The MEPD has established intermediate and senior school student body mixes, which are less than those recommended by the Panel for academic year 1995-96. The College may be required to meet the MEPD mixes. College officials stated that service secretaries and the service schools make the final decisions on the numbers of Air Force and Army officers enrolled at the College. (Recommendations 3 and 11 are related to this recommendation.)

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**Recommendation**  
**Number 19**

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**Distinct Intermediate and**  
**Senior School**

The Chief of Naval Operations (CNO) should review the Navy PME system to determine whether Navy officers can and should attend both intermediate and senior colleges and whether each Naval War College school should have a more distinct curriculum.



- The Chairman, JCS, and the civilian leadership of both the Department of the Navy and the Department of Defense should exercise oversight because the issue has national security implications for the development of the military officer corps and leadership of all services. (Chapter IV, No. 21, Panel Report p. 129.)

College Characterization

Partially Implemented.

Status

Actions taken on this recommendation are the same as those taken in recommendation 4.

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## Recommendation Number 20

Focus on National Military  
Strategy

The senior service colleges should make national military strategy their primary focus. (Chapter IV, No. 24, Panel Report p. 130.)

College Characterization

Implemented.

Status

Actions taken on this recommendation are discussed under recommendations 3, 4, 6, 12, and 19.

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## Recommendation Number 21

Recruiting and  
Maintaining Quality  
Faculty

Faculty is the key element in determining the quality of education in PME schools. To develop an outstanding faculty, the impetus must start at the top. The Chairman, JCS, and the service chiefs must place a very high priority on recruiting and maintaining highly qualified faculty to teach at both joint and service PME colleges. (Chapter V, No. 1, Panel Report p. 167.)

College Characterization

Implemented.

Status

The College actively assists in the selection and recruitment of military faculty members. The College can both nominate potential candidates as

faculty members and refuse those candidates recommended by the services if they do not meet the school's academic standards. Operational experience, academic background, and the potential for classroom interaction are the College's top priorities in accepting military service faculty nominations. In some instances, faculty members are identified in advance through their participation in either the resident or non-resident programs.

Civilian faculty members are hired through professional contacts, based on their academic reputations or through advertising. All candidates go through a rigorous process of interviews and meetings with department chairs and other faculty members. Each department chairperson handles his/her own interviews and establishes his/her own hiring criteria subject to the needs of the College, his/her department, and the College president. (Recommendations 1 and 28 are related to this recommendation.)

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## **Recommendation Number 22**

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### **Specialists/Career Educators**

The military faculty should include three groups: officers with current, credible credentials in operations; specialists in important functional areas; and career educators. Incentives must exist to attract outstanding military officers in each of these groups. (Chapter V, No. 2, Panel Report p. 167.)

### **College Characterization**

Implemented.

### **Status**

The College's military faculty includes officers in the first two groups. It does not have Navy career educators.

The College believes incentives already exist to attract outstanding military officers. College officials stated that time spent as members of the faculty by other military officers is considered joint duty and is career enhancing. College officials believe Navy officers serving on the faculty remain competitive. In the recent past, three Navy teaching faculty members have been selected to fulfill major responsibilities, including the command of a cruiser.

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## Recommendation Number 23

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### Former Commanders as Faculty

Service chiefs should ensure that more former commanders who have clear potential for further promotion and for command assignments serve on PME faculties. Their teaching tours should be relatively short and should not preclude them from competing for command and key staff positions; rather, a faculty assignment should enhance their competitiveness. (Chapter V, No. 3, Panel Report p. 167.)

### College Characterization

Implemented.

### Status

The College plays an active role in selecting and recruiting military faculty members. However, a military officer's further promotion and command assignment potential are not considered primary reasons for the College to recommend potential faculty members to the Chief of Naval Personnel. A faculty nominee's operational experience, academic background, and potential for classroom interaction are the College's top priorities in nominating or accepting military faculty members.

The College strongly recommends that its military faculty members have a 3-year tour to enhance continuity and stability of its faculty. The College believes that military officers serving as faculty members are not precluded from competing for command and key staff positions. Time spent as faculty members by other military service officers is considered joint duty and is career-enhancing. Navy officers remain competitive by serving as faculty members. Three Navy faculty members have recently been selected for major commands.

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## Recommendation Number 24

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### Faculty Development Program

The services should develop programs to qualify military faculty members to ensure they are prepared professionally. These programs could include prior graduate education, faculty conferences, and sabbaticals at other institutions. Those military faculty who lack education or teaching experience need the opportunity to participate in a faculty development

program to enhance their knowledge and teaching skills prior to assuming responsibilities in the classroom. The panel opposes the widespread practice of retaining graduating officers as faculty for the following year. Graduating students should have additional experience prior to teaching. (Chapter V, No. 4, Panel Report p. 167.)

## **College Characterization**

Partially Implemented.

## **Status**

Most military faculty members have not had prior formal teaching experience before their assignment to the College faculty. However, military and other uniformed teaching faculty members possess postgraduate education degrees. For example, for academic year 1990-91, 49 of these 57 faculty members have a master's or higher degree. All three departments at the College have faculty development programs. These programs include symposia at other academic institutions, professional conferences at both the College and other academic institutions, and in-house learning sessions, wherein faculty members discuss teaching methods, materials, and experiences before each seminar session.

The College disagrees with the Panel's recommendation of not retaining graduating senior officers as faculty members for the following year. The College's experience is that graduating students who have become teaching faculty members after graduation are highly motivated, dedicated, and effective members of the professional military teaching faculty. Graduating seniors are a significant but not primary source of the College's military faculty—28 percent of the current military faculty remained at the College after graduation in academic years 1987-88 through 1989-90, combined.

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## **Recommendation** **Number 25**

### **Cadre of Career Educators**

The services should develop a cadre of career educators for PME institutions similar to those at West Point. They should have an academic foundation, preferably a doctorate, in the area they are to teach as well as an exemplary military record based on solid performance. Military educators and functional area specialists should be given the opportunity to strengthen their academic credential, and the careers of the former

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should be managed like those of other "professional" groups in the military. (Chapter V, No. 5, Panel Report p. 167.)

**College Characterization**

Not Implemented.

**Status**

The service chiefs are responsible for establishing a cadre of career educators for PME schools. Navy policy does not permit the establishment of this cadre or educational specialty. Therefore, the College cannot establish a cadre or educational specialty track. As a result, the College relies more heavily on operational experience, classroom teaching potential, and academic background in nominating Navy officers as faculty members. (Recommendation 22 is related to this recommendation.)

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**Recommendation**  
**Number 26**

**In-Residence Graduates as**  
**Faculty**

As a goal, about 75 percent of the military faculty at the intermediate schools should be graduates of an in-residence intermediate (or higher) school and should have an advanced degree. (Chapter V, No. 6, Panel Report p. 167.)

**College Characterization**

Implemented.

**Status**

For academic year 1990-91, the College has 86 percent of the military teaching faculty as graduates of in-residence intermediate school or higher programs and have advanced degrees.

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**Recommendation**  
**Number 27**

**Retired Officers Teach**  
**Without Penalty**

Selected retired officers, particularly senior general and flag officers, could contribute appreciably to the teaching of operational art and military strategy at the war colleges. The dual compensation law should be amended to waive the financial penalties these officers incur by serving their country again. (Chapter V, No. 8, Panel Report pp. 167-68.)

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**College Characterization**

Implemented.

**Status**

The CNO has proposed legislation that would waive the financial penalties imposed by the dual-compensation law.

The Panel did not specify that senior general and flag officers be the only individuals teaching operational art and military strategy or that they be exclusively full-time faculty members.

Retired flag and senior general officers have not been hired as intermediate and senior school faculty members because of the financial penalties imposed by the dual-compensation law. However, guest lecturers are invited, which include retired flag officers, to enhance seminar and case-study discussions. In addition, the College's non-resident seminar program currently employs five retired flag or general officers.

The retired officers do not exceed the law's requirement for reduced compensation. Retired military officers below the rank of senior general and flag officers are members of the College's civilian faculty. Of the 30 civilian faculty members, 8 are retired colonels or Navy captains.

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**Recommendation**  
**Number 28**

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**Civilian Faculty Quality/  
Mix**

The PME faculty should have a high-quality civilian component in order for PME schools to attain a genuine "graduate" level of education. The civilian faculty should be a mixture of experienced, well-respected individuals of national stature, who, in combination with outstanding younger Ph.D.s, will provide balance, expertise, and continuity. Civilian professors must continue to research and publish not only to keep themselves in the forefront of their academic field, but also to ensure their academic credibility. The panel believes that civilian faculty are particularly important at senior colleges, where they should make up a substantial portion, perhaps around one-third of the faculty. (Chapter V, No. 9, Panel Report p. 168.)

**College Characterization**

Implemented.

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Status	<p>The College's civilian teaching faculty includes about 34 percent of the total teaching faculty. Currently, of the College's 30 civilian teaching faculty members, 28 (or 93 percent) have graduate level (master's degree or higher) degrees. All civilian faculty members are highly respected experts in their fields of study. While the College does not have a "publish or perish" requirement, 8 of the 28 faculty members in academic year 1989-90 provided articles for publication in journals or other publications. In addition, faculty members conduct independent research and present their findings at outside conferences. The College places more value on the intelligence, experience, and enthusiasm that civilian teaching members bring to seminars than on their publishing efforts.</p> <p>To ensure a high level of teaching expertise and quality, each civilian faculty member is given an annual performance appraisal. Faculty members are appraised primarily on their teaching skills and abilities in leading seminar discussions. In addition, the College has established programs designed to maintain faculty teaching skills.</p>
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## Recommendation Number 29

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Advanced Degrees Required for Senior School Faculty	As a goal, all members of the faculty at senior schools should have advanced degrees. The panel believes a doctorate is desirable. (Chapter V, No. 10, Panel Report p. 168.)
College Characterization	Partially Implemented.
Status	Not all members of the College's teaching faculty have advanced degrees. In academic year 1990-91, about 88 percent of the total teaching faculty had advanced degrees. About 32 percent have doctoral degrees. While the College concurs with the Panel report's recommendation that a doctorate is desirable, military faculty members would find it difficult to meet this requirement due to their individual service professional career paths. The College places a greater emphasis on its faculty's teaching capabilities than degree status.

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## Recommendation Number 30

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### Hiring Quality Civilian Faculty

Stronger incentives are also needed to attract a high-quality civilian faculty. The law should be amended to give the Secretary of Defense and each service secretary the same flexibility in employing and compensating civilian faculty that the Secretary of the Navy currently has under 10 USC 7478. (Chapter V, No. 11, Panel Report p. 168.)

### College Characterization

Implemented.

### Status

Actions taken on this recommendation are discussed under recommendation 1.

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## Recommendation Number 31

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### Student/Faculty Ratios

The student/faculty ratios at the professional military institutions should be sufficiently low to allow time for faculty development programs, research, and writing. The panel envisions a range between 3 and 4 to 1 with the lower ratios at the senior schools. The panel also recommends that additional faculty, principally civilian, be provided to the National Defense University schools and that the Secretary of Defense, with the advice of the Chairman, JCS, assure the comparability of the joint and service school student/faculty ratios. (Chapter V, No. 12, Panel Report p. 168.)

### College Characterization

Implemented.

### Status

The student/faculty ratios at the College's intermediate and senior schools are within the ranges recommended by the Panel report. They are 2.3 to 1 and 2.2 to 1, respectively. However, the College has a common faculty for both schools and when students from both schools are added together, the consolidated ratio becomes 4.6 to 1.



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## Recommendation Number 32

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### Faculty Exchange With Academy

The services should study the feasibility of improving their faculties by using members of the service academy faculties on an exchange basis to teach at PME institutions. (Chapter V, No. 13, Panel Report p. 168.)

### College Characterization

Implemented.

### Status

Through a Naval War College/U.S. Military Academy Fellowship Program established in 1988, an Army service academy faculty member spends 1 year in-residence at the Naval War College in the dual role of a faculty member and a student. To date, there have been two Army service academy members who have taught at the College under this fellowship program. Although not part of an exchange program, eight instructors currently on the Naval War College's faculty have previously taught at one or more of the three service academies.

The College does not have an exchange program with an academy as the Panel envisions, primarily because the College is at the graduate level while the academies concentrate on undergraduate studies.

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## Recommendation Number 33

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### Commandant/President as General/Flag Officers and Involvement in Instruction

Ideally, the commandants or presidents should be general/flag officers with promotion potential, some expertise in education, and operational knowledge. They should become actively involved in teaching the student body. (Chapter V, No. 16, Panel Report p. 168.)

### College Characterization

Implemented.

### Status

The CNO selects the president of the Naval War College. The Naval War College's current president also provides input into selecting the next president. The current Naval War College president was promoted to rear admiral-upper half in July 1990. He has a Doctor of Philosophy degree in Political Science and has extensive operational experience.

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The Naval War College president takes an active role in students' education. During annual professional ethics and media or congressional liaison conferences, the president participates in conference discussions and visits and observes classroom seminars on an unscheduled basis. He also holds officers call—meetings to discuss educational issues with students, faculty, and staff.

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## Recommendation Number 34

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### Active/Passive Instruction

The Chairman, JCS, and service chiefs should review the current methods of instruction at PME schools to reduce significantly the curriculum that is being taught by passive methods (e.g. lectures, films). PME education should involve study, research, writing, reading, and seminar activity—and, in order to promote academic achievement, students should be graded. The commendably low 10-percent passive education for the Army Command and General Staff College sets a goal for the other schools. (Chapter V, No. 23, Panel Report p. 169.)

### College Characterization

Implemented.

### Status

In academic year 1989-90, the percentage of curricula taught by active methods at both the intermediate and senior schools was 91 percent. The instructional program for students at both schools consists of preparing for and attending core curricula courses, preparing for and attending one elective in each of the three trimesters, and attending lectures. All time spent by students attending core curricula courses is considered active learning because the instructional method is the seminar.

Time spent preparing for core curricula courses is also considered active learning, as students use this time to read, write essays, prepare for tutorials, and study for examinations. Preparing for and attending core curricula courses represents more than 75 percent of the instructional program at both schools.

Passive learning at both schools consists primarily of time spent in portions of the electives classroom and in attending lectures, each of which

covers about 5 percent of the instructional program. Although all lectures are passive, some are used to support core curricula learning objectives and include question and answer sessions.

At both the intermediate and senior schools, students receive letter grades (A,B,C, or F) although electives are graded on a pass/fail scale. Final grades are assigned based on assessments of written examinations, papers, essays, and seminar participation.

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## Recommendation Number 35

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### Rigorous Performance Standard

The Chairman, JCS, and each service chief should establish rigorous standards of academic performance. The panel defines academic rigor to include a challenging curriculum, student accountability for mastering this curriculum, and established standards against which student performance is measured. (Chapter V, No. 24, Panel Report p. 169.)

### College Characterization

Implemented.

### Status

Actions taken under this recommendation are discussed in recommendations 5 and 34.

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## Recommendation Number 36

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### Evaluation of Examinations/Papers

All intermediate- and senior-level PME schools should require students to take frequent essay type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by the faculty. Examinations should test the student's knowledge, his ability to think, and how well he can synthesize and articulate solutions, both oral and written. (Chapter V, No. 25, Panel Report pp. 169-70.)

### College Characterization

Implemented.

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Status	Actions taken under this recommendation are discussed in recommendations 5 and 34.
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**Recommendation**  
**Number 37**

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Distinguished Graduate Program	All PME schools should have distinguished graduate programs. These programs should single out those officers with superior intellectual abilities for positions where they can be best utilized in the service, in the joint system, and in the national command structure. (Chapter V, No. 26, Panel Report p. 170.)
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College Characterization	Implemented.
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Status	Both schools have distinguished graduate programs. The top 5 percent of each class graduates "with highest distinction" and the next 15 percent graduates "with distinction." Navy fitness reports and equivalent efficiency reports for other services contain the "with distinction" or "with highest distinction" designations. Accordingly, the services are able to identify and recognize those officers with superior intellectual abilities and assign them for duty within their service, the joint system, or the national command structure. (Recommendation 5 is related to this recommendation.)
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**Recommendation**  
**Number 38**

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Officer Efficiency Reports	The Chairman, JCS, and the service chiefs should give serious consideration to using officer efficiency reports rather than training reports for PME institutions. (Chapter V, No. 27, Panel Report p. 170.)
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College Characterization	Implemented.
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Status	The College completes officer efficiency reports (fitness reports for Navy) on all students completing either the intermediate or the senior program. The fitness reports summarize courses taken, the officers'
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completion of those courses and meeting Phase I requirements, and any other major student accomplishments or achievements (awards, prizes, and honors based primarily on essays). Fitness reports also identify officers who graduate with distinction or with highest distinction. (Recommendations 5 and 37 are related to this recommendation.)

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# Glossary

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## Intermediate Service School

This is generally the third level of an officer's formal PME and officers with about 10 to 15 years of military experience attend one of the four intermediate schools. (These schools are the U.S. Marine Corps Command and Staff College in Quantico, Virginia; the College of Naval Command and Staff in Newport, Rhode Island; the U.S. Army Command and General Staff College at Fort Leavenworth, Kansas; and the U.S. Air Force Command and Staff College at Air University, Maxwell Air Force Base, Montgomery, Alabama.) An officer is usually at the major rank in the Army, Air Force, and Marine Corps or lieutenant commander in the Navy. At the intermediate level, the focus is on several branches of the same service as well as on the operations of other services.

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## Joint Professional Military Education

This education encompasses an officer's knowledge of the use of land, sea, and air forces to achieve a military objective. It also includes different aspects of strategic operations and planning, command and control of combat operations under a combined command, communications, intelligence, and campaign planning. Joint education emphasizes the study of these areas and others from the perspectives of the Army, Navy, Air Force, and Marine Corps services.

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## Joint School

Joint PME from a joint perspective is taught at the schools of the National Defense University located at Fort McNair in Washington, D.C., and another location in Norfolk, Virginia. For the most part, officers attending a joint school will have already attended an intermediate and/or senior service school.

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## Joint Specialty Officer

An officer who is educated and experienced in the formulation of strategy and combined military operations to achieve national security objectives.

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## Operational Art

The employment of military forces to attain strategic goals in a theater of war or theater of operations through the design, organization, and conduct of campaigns and major operations.

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## Phase I

That portion of joint education that is incorporated into the curricula of intermediate and senior level service colleges.

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**Senior Service School**

This level is normally attended by lieutenant colonels and colonels in the Army, Air Force, and Marine Corps and by Navy commanders and captains with about 16 to 23 years of military service. The senior service schools generally offer an education in strategy. (The four senior level schools are the College of Naval Warfare in Newport, Rhode Island; the Army War College at Carlisle Barracks, Pennsylvania; the Air War College at Air University, Maxwell Air Force Base, Montgomery, Alabama; and the Marine Corps Art of War Studies program in Quantico, Virginia.)

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**Service School**

One of the individual Army, Navy, Air Force, or Marine Corps intermediate or senior PME institutions.

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**Strategy**

National military strategy is the art and science of employing the armed forces of a nation to secure the objectives of national policy by applying force or the threat of force. National security strategy is the art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives.



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